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Integrated and coordinated implementation of and follow-up to the outcomes of the major United Nations conferences and summits in the economic, social and related fields

Follow-up to the outcome of the Millennium Summit

Follow-up to and review of the commitments of the New York Declaration

Report of the Secretary-General

Summary

The present report is submitted pursuant to paragraphs 88 and 90 of General Assembly resolution 71/1 of 19 September 2016, entitled "New York Declaration for Refugees and Migrants". It provides information on the progress made by the United Nations in implementing the commitments in the Declaration. It responds to the request to report on ways of achieving greater efficiency, operational effectiveness and system-wide coherence, as well as ways of strengthening the engagement of the United Nations with international financial institutions and the private sector, with a view to fully implementing the commitments outlined in the Declaration. Coming in the middle of the processes as mandated by resolution 71/1 and before the input into the zero draft for the global compact on safe, orderly and regular migration that has been requested from the Secretary-General is available, it is necessarily interim in nature.

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I. Introduction

1. On 19 September 2016, Heads of State and Government and High Representatives met at the General Assembly to address the question of large movements of refugees and migrants (United Nations Summit for Refugees and Migrants) and adopted the New York Declaration for Refugees and Migrants. The Declaration contains three sets of commitments: for refugees, for migrants and for both refugees and migrants together. It also includes at annex I, the comprehensive refugee response framework and at annex II, a section entitled "Towards a global compact for safe, orderly and regular migration".[1]

2. The Declaration reaffirms the 1951 Convention relating to the Status of Refugees as the foundation of the international refugee regime. It recognizes that protecting those forced to flee, and supporting the countries that receive them, are shared international responsibilities that must be borne more equitable and predictable.

3. Through the Declaration, Member States also recognized the need to facilitate safe, orderly and regular migration and agreed to develop a global compact to comprehensively address migration and protect the safety, dignity and human rights and fundamental freedoms of all migrants, regardless of their migratory status. They also committed to strengthening global governance on international migration.

4. In the Declaration, Member States further recognized the large number of people who are displaced within national borders.

5. Sections II and III of the present report address those parts of the Declaration that pertain to refugees and migrants respectively. Section IV addresses ways of strengthening the engagement of the United Nations system with the international financial institutions and the private sector.

II. Towards a global compact on refugees

6. The Declaration lays the foundation for the international community to consolidate and strengthen the international refugee regime through the application of the comprehensive refugee response framework and through the development of a global compact on refugees. The Office of the United Nations High Commissioner for Refugees (UNHCR) is called upon to initiate and develop the application of the framework and, in consultation with Member States and relevant stakeholders, to develop such a global compact. The global compact is to be included in the UNHCR annual report in 2018, to be considered by the General Assembly in conjunction with its annual resolution on the work of UNHCR.[2]

7. As of June 2017, nine States have committed to apply the comprehensive refugee response framework: Costa Rica, Djibouti, Ethiopia, Guatemala, Honduras, Mexico, Somalia, Uganda and the United Republic of Tanzania. These include emergency and protracted operations as well as regional responses.

[1] In the present report, the global compact for safe, orderly and regular migration is sometimes referred to as the global compact on migration or the global migration compact.

[2] See annex I, paras. 18-19.

A. Achieving "efficiency, operational effectiveness and system-wide coherence" in refugee responses

1. Application of the comprehensive refugee response framework

8. The comprehensive refugee response framework provides the model for enhancing "efficiency, operational effectiveness and system-wide coherence" of the international community in implementing the commitments in the Declaration regarding refugees. The model works in three ways. First, it includes the essential elements of an effective response to large refugee movements. Secondly, it is predicated on drawing from a wide range of stakeholders to ensure the most effective response, notably leadership from host governments. Thirdly, it includes both the humanitarian and development interventions necessary for the sustainability of the response.

(a) Essential elements

9. The comprehensive refugee response framework presents a comprehensive response designed to ensure rapid and well-supported reception and admission measures; support for immediate and ongoing needs (for example, protection, health, education); assistance to national or local institutions and communities receiving refugees; investment in the resilience capacities of refugees and local communities (livelihoods); and expanded opportunities for durable solutions.

10. Those elements draw on best practices that are the result of over 65 years of experience in international refugee protection, humanitarian assistance and the search for solutions. While the framework is intended to be comprehensive, it can be adapted to specific contexts, as is being done in the countries where it is being applied. Moreover, the Declaration provides room for further refinement and specifically requests UNHCR, in consultation with Member States and other relevant stakeholders, to assess it on the basis of experience of its application, so as to inform a global compact on refugees.

(b) Wide range of stakeholders

11. Rather than responding to refugee displacement through a purely and often underfunded humanitarian lens, the elements of the comprehensive refugee response framework are designed to provide a more systematic and sustainable response that benefits both refugees and the communities that host them. That is advanced through the engagement of a much broader group of stakeholders: government authorities, the United Nations and its national partners, international and regional financial institutions, and business and civil society actors. It seeks to ensure more sustainable responses by linking humanitarian and development efforts early on in a crisis and by strengthening inclusive service delivery, including through investment in national and local systems wherever possible.

12. In all the countries where the framework is being applied, host governments are providing leadership and taking ownership, and are engaging a wide array of stakeholders including line ministries, local authorities, development actors, United Nations and non-governmental organization (NGO) partners, the private sector and financial institutions. That is being done through government-led secretariats or steering groups set up to assess needs and develop prioritized strategies. Existing United Nations coordination mechanisms are also being leveraged through active involvement of Resident and Humanitarian Coordinators, encouraging greater cooperation across institutional mandates.

13. To help support country implementation, UNHCR has a task team for the framework, which includes United Nations entities (UNHCR, the United Nations Development Programme (UNDP) and the Office for the Coordination of Humanitarian Affairs), the World Bank, the International Committee of the Red Cross and civil society. For its part, the International Organization for Migration (IOM) has appointed dedicated focal points to liaise with the task team and support operations relating to the framework. Secondments from bilateral development cooperation agencies are under discussion for implementation of the framework in Uganda and the United Republic of Tanzania.

14. In addition, other United Nations partners are lending their expertise to all field locations where the framework is being implemented and across other refugee operations. The United Nations Population Fund (UNFPA), for example, is providing protection and assistance to those who have been subjected to sexual and gender-based violence. The United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women) has organized discussions in Geneva and New York with a range of stakeholders on how to improve the gender dimension of refugee responses, which has highlighted good practices. The United Nations Children's Fund (UNICEF) is supporting governments to provide access to education for refugee children and care and protection for unaccompanied children. It has also provided psychosocial assistance to some 95,000 children arriving in Europe. Through the Inter-Agency Coordination Group against Trafficking in Persons,[3] coordinated by the United Nations Office on Drugs and Crime (UNODC), United Nations entities, including UNHCR, are actively engaged in efforts to prevent and respond to trafficking of refugees and migrants, both individually and collectively.[4] The Office of the United Nations High Commissioner for Human Rights (OHCHR) is undertaking monitoring visits to detention centres and border crossings in different regions of the world to examine the situation of refugees, asylum seekers and migrants and provide guidance on how to ensure their human rights. UNDP is building the self-reliance of refugees and host communities through (emergency) livelihood interventions and access to justice in countries within the framework and in other countries.

15. The task team has undertaken broad consultations with Member States and stakeholders in Geneva, New York and in countries hosting large numbers of refugees. A UNHCR-NGO-International Federation of Red Cross and Red Crescent Societies reference group on the framework was constituted in March 2017 to ensure regular dialogue between UNHCR and civil society. In parallel, various NGO networks are participating in the roll-out of the framework in the field. NGOs are also organizing global discussions on specific issues, such as responding to the specific needs of refugee women and children, the conclusions of which will inform the application of the framework and the development of the global compact on refugees. The 2017 annual consultations with NGOs, held by UNHCR from 14 to

[3] Members of the Inter-Agency Coordination Group against Trafficking in Persons include the Department of Peacekeeping Operations, the International Labour Organization (ILO), the International Criminal Police Organization (INTERPOL), IOM, the Office of the United Nations High Commission for Human Rights (OHCHR), the Joint United Nations Programme on HIV/AIDS, UNHCR, UNICEF, the United Nations Interregional Crime and Justice Research Institute, UNODC and UN-Women.

[4] The increased attention being paid by the Security Council to the issue of trafficking in conflict situations and the planned appraisal by the General Assembly of the United Nations Global Plan of Action to Combat Trafficking in Persons in September 2017, are expected to provide further political support to these efforts.

16 June,[5] were dedicated to the implementation of the framework and the contribution of NGOs and civil society, providing a forum for inclusive discussion with a wide range of partners whose expertise and operational experience is key to the framework approach.

16. The Declaration recognizes that refugees themselves, their voices and participation, must inform and contribute to the development of a comprehensive refugee response. With the support of national and international NGOs, UNHCR has initiated pilot consultations with refugees in Australia, Ethiopia, Germany and Lebanon, seeking their views on how the international refugee response can be improved. Those consultations will also take place with refugees and host communities in countries applying the framework, to better inform the global compact on refugees.

17. In the Declaration, States commit to work towards increasing the number of resettlement places in order to match the annual needs identified by UNHCR. Throughout 2016, a number of States with existing resettlement programmes increased the number of places offered and others developed new resettlement schemes. The emerging resettlement countries joint support mechanism, launched at the Leaders' Summit on Refugees in September 2016, and co-led by UNHCR and IOM, provides an important platform to facilitate support and capacity-building for new resettlement countries. States, civil society and private sector actors continue to share good practices on complementary pathways, including through the Global Refugee Sponsorship Initiative, which seeks to increase the private sponsorship of refugees.

(c) Humanitarian and development responses

18. The need for early engagement and coordination between humanitarian and development actors is a key tenet of the Declaration, aimed at strengthening service provision in refugee-hosting areas and promoting the resilience of host communities and the self-reliance of refugees. In all the countries where the framework is being applied, humanitarian and development approaches are included.

19. In recent years, further progress has been made in solidifying such cooperation. The World Bank Group has established a $2 billion subwindow of the International Development Association in support of refugees and host communities. The window provides concessional financing to low-income countries receiving large numbers of refugees. Joint World Bank-UNHCR missions are taking place to eligible countries to identify opportunities and prepare programmatic interventions.

20. Also positive is the inclusion of refugees in national development plans. Uganda, for example, has established a settlement transformative agenda as part of its national development plan, integrating refugees and supporting the development of refugee-hosting districts. Somalia has incorporated a comprehensive approach to displacement in its national development plan, including refugee return and solutions for internally displaced persons.

21. In important respects, the regional refugee and resilience planning frameworks established in connection with the situation in the Syrian Arab Republic were precursors to the comprehensive refugee response framework. UNDP and UNHCR are applying the lessons learned in that situation to the comprehensive refugee response framework, while continuing to support the important work on the Syrian

[5] Some 574 participants registered from 91 countries, representing 313 organizations: 169 national NGOs, 125 international NGOs, 3 intergovernmental organizations and 16 other institutions. For more information see www.unhcr.org/en-us/2017-annual-consultations-with-ngos.html.

Arab Republic that links humanitarian and development action in the affected countries. Other related work that will feed into lessons learned in regard to return and reintegration, includes programmes established by OHCHR, the Peacebuilding Support Office, UNDP and UNHCR aimed at conflict prevention, social cohesion, respect for human rights, promotion and strengthening of good governance and respect for the rule of law.

22. Efforts to enhance livelihoods and the self-reliance of refugees and host communities are also being pursued. For example, the Guiding principles on the access of refugees and other forcibly displaced persons to the labour market, adopted by the International Labour Organization (ILO) General Conference,[6] provide guidance on how the international community can support host governments, employers and workers to build labour markets capable of absorbing refugees and displaced persons. The Food and Agriculture Organization of the United Nations (FAO) has been supporting livelihood opportunities for refugees and host communities, including through its programme in Turkey fostering greenhouse production in refugee camps. The United Nations Capital Development Fund and UNHCR established the first technical assistance facility to provide access to financial services to refugees, forcibly displaced people, and host communities.[7]

(d) Country- and situation-specific applications of the comprehensive refugee response framework

23. Uganda has experienced a dramatic increase in refugee arrivals, mainly from South Sudan, with numbers doubling in less than seven months to 1.25 million. The comprehensive refugee response framework builds on the settlement transformative agenda of the Government of Uganda and on the United Nations and World Bank refugee and host population empowerment strategy to respond to the emergency influx. The President of Uganda and the Secretary-General, with the support of UNHCR, hosted a solidarity summit on refugees on 22 and 23 June 2017, which mobilized $412 million to accelerate implementation of the framework, ensure the sustainability of the refugee model and support investments and innovation in districts hosting refugees.

24. In Ethiopia, the comprehensive refugee response framework is being adapted to respond to the protracted displacement of over 500,000 refugees from various countries, primarily in Africa, and a growing South Sudanese refugee population of some 378,000. The framework includes measures for improved reception, expanded opportunities for refugee self-reliance, measures in support of host communities and measures to foster peaceful coexistence. It further supports the implementation of the nine pledges Ethiopia made at the Leaders' Summit on Refugees.[8]

25. The Government of the United Republic of Tanzania launched the comprehensive refugee response framework emphasizing solutions and with a specific focus on revising its refugee policy to facilitate a more sustainable response that would, among other things, provide more opportunities for refugees to be self-reliant and enhance the inclusion of refugees in national systems of service delivery. In Djibouti the framework will include measures to support recent legislative changes providing for greater inclusion of refugees and greater support to host communities. One area of emphasis is education where the Government, together

[6] See recommendation No. 205 on employment and decent work for peace and resilience (2017), available from www.ilo.org/global/topics/employment-promotion/recovery-and-reconstruction/WCMS_559685/lang--en/index.htm.

[7] See http://www.uncdf.org/article/2179/uncdf-and-unhcr-launch-technical-assistance-fund-to-provide-access-to-financial-services-to-refugees-and-forcibly-displaced-populations.

[8] See www.unhcr.org/58526bb24.

with UNICEF, the World Bank, UNHCR and donors, is developing measures to give all refugee children access to education.

26. In terms of regional situations, the framework is being applied to the Somali refugee situation. The framework for the Somali refugee situation builds on the Nairobi Declaration on durable solutions for Somali refugees and reintegration of refugees in Somalia, adopted by the Intergovernmental Authority on Development in March 2017. In Somalia, the framework is aligned with the Government-led durable solutions initiative, aimed at enhancing conditions for sustainable solutions for internally displaced persons and returning refugees, and strengthening the capacity of the Government to deliver security and basic services. In nearby countries (Djibouti, Ethiopia, Kenya and Uganda), the framework supports policies favouring alternatives to camps; improved access to education for all refugee children; access to the labour markets; greater self-reliance mechanisms for refugees and host communities; and the inclusion of refugees in national development plans.

27. In the Americas, Costa Rica, Guatemala, Honduras and Mexico are building on the San José action statement on protection needs in the northern triangle of Central America and the Brazil Declaration and Plan of Action on a framework for cooperation and regional solidarity to strengthen the international protection of refugees, displaced and stateless persons in Latin America and the Caribbean to develop a comprehensive regional response.[9] Government-led national consultations have been initiated in Costa Rica, Guatemala and Honduras and a high-level regional meeting is scheduled to take place in October with a view to enhancing collaboration among countries of origin, transit and destination on all aspects of forced displacement, including the root causes, effective responses and durable solutions.

28. UNHCR has facilitated the launch of a global digital portal for the comprehensive refugee response framework, an interactive tool for all stakeholders to engage in, contribute and share information on activities related to the framework. The portal encourages stakeholder engagement by identifying gaps and needs and ways in which they can be filled.[10]

2. Advancing other related commitments

29. Other work in regard to the commitments in the New York Declaration pertains to mixed movements of refugees and migrants. In December 2016, UNHCR issued its updated 10-point plan of action, which provides tools and guidance for identifying and responding to the needs of people on the move who are at risk or have special needs. Working with States, IOM and other partners, the guidance is being applied in a number of contexts.

30. Efforts to combat xenophobia, racism and discrimination include the United Nations "Together — Respect, Safety and Dignity for All" campaign, a growing coalition of Member States, the private sector, civil society representatives and individuals committed to promoting tolerance and non-discrimination and to strengthening the social cohesion between host communities and refugees and migrants. OHCHR convened an expert meeting in May 2017 bringing together a diverse group of stakeholders, including companies, social media campaigners, film-makers, faith leaders and journalists, to discuss strategies to promote inclusion. The Office for the Coordination of Humanitarian Affairs has contributed advocacy stories across a variety of social media platforms and the UNHCR #WithRefugees

[9] Available from www.refworld.org/docid/57a8a4854.html and www.refworld.org/docid/5487065b4.htm. www.acnur.org/cartagena30/en/brazil-declaration-and-plan-of-action/.

[10] Host governments, United Nations agencies, NGOs and other partners will be able to sign up for user accounts and add content independently. The portal is available from http://crrf.unhcr.org.

campaign has garnered over 1.5 million signatures in support of action to ensure education, shelter, jobs and skills training for refugees.

31. A number of initiatives are under way in regard to the prevention and resolution of statelessness — a priority noted in the Declaration, given that statelessness is both cause and consequence of forced displacement. As part of the #IBelong campaign, in December 2016 UNHCR and UNICEF launched the coalition on every child's right to a nationality, which brings together United Nations agencies (UNHCR, UNICEF, UN-Women and UNDP) and nearly 30 civil society organizations to take collective action to prevent and address childhood statelessness. UNHCR intends to organize a high-level event on statelessness in 2019, at which achievements can be highlighted and pledges made to lend momentum to the campaign.

32. The impact of climate on refugee and migration movements is highlighted in the Declaration. Work among Member States, United Nations entities and others is continuing, to ensure an effective and coherent response to climate change and disaster displacement, including to the needs of those forced to flee across borders. The Nansen Initiative agenda for the protection of cross-border displaced persons in the context of disasters and climate change (being carried forward by the Platform on Disaster Displacement) provides important guidance. United Nations entities, including FAO, IOM, UNDP, the United Nations Environment Programme (UNEP), UNHCR and others, are providing specific support to governments in such areas as disaster risk reduction programming; the management of natural resources; disaster preparedness; the strengthening of legislative frameworks; and planned relocation.

33. The International Expert Group on Refugee and IDP Statistics, comprised of participants from national authorities, international statistical organizations and other technical experts and led by Statistics Norway, Eurostat and UNHCR, is working to address the challenges related to statistics on refugees and internally displaced persons. Mandated by the Statistical Commission, it will develop international recommendations on refugee statistics to guide national and international work concerning statistics on refugees and asylum seekers. The Expert Group will also develop a manual for refugee statistics compilers, with operational instructions on how to implement the international recommendations and provide a technical report outlining a way forward for similar work for statistics on internally displaced persons.

B. Global compact on refugees

34. The global compact on refugees will comprise two parts:

(a) The comprehensive refugee response framework, supplemented by preambular and concluding paragraphs;

(b) A programme of action for Member States and other stakeholders to underpin the framework and ensure its full implementation, and ensure that the responsibility for its implementation is equitably shared.

35. UNHCR has set out the steps towards a global compact in a paper entitled "Towards a global compact on refugees: a roadmap".[11] They include:

(a) The application of the framework to specific countries and situations, including by drawing lessons from existing or past refugee situations;

[11] Available from www.unhcr.org/58e625aa7.pdf.

(b) Thematic discussions that will inform the development of the programme of action;

(c) A stocktake of progress made and lessons learned, identifying good practices in responding to refugee situations; actions required to bring about the type of response envisaged in the Declaration; and areas for future development.

36. As outlined above, the application of the framework is well under way. In addition, a series of thematic discussions scheduled throughout 2017 will embrace all four aspects of the framework and there will be specific sessions on past and current sharing of burdens and responsibilities and on cross-cutting issues.

37. Although the application of the framework is ongoing, in December 2017 UNHCR will invite Member States and other stakeholders to join in taking stock of progress.

38. Based on the stocktaking and thematic discussions, UNHCR will prepare a draft of the global compact on refugees by February 2018. This will be shared with all Member States and other stakeholders for formal consultations from February to June/July 2018.

39. The High Commissioner for Refugees will include the proposed global compact on refugees in his annual report to the General Assembly in 2018 so that it can be considered by the General Assembly at its seventy-third session in conjunction with its annual resolution on UNHCR.

III. Towards a global compact for safe, orderly, and regular migration

A. Update on implementing commitments on migration

40. Following the adoption of the Declaration, the General Assembly adopted resolution 71/280 in April 2017 on the modalities for the intergovernmental negotiations of the global compact for safe, orderly and regular migration, which outlines the global migration compact process. The Special Representative of the Secretary-General on International Migration was appointed in March 2017, with her office established shortly thereafter. She works closely with and coordinates the inputs of the United Nations system to the global migration compact, including on issue briefs and the speakers for each of the thematic sessions. She also contributes to the reports of the Secretary-General. The co-facilitators for the process, the Permanent Representatives of Mexico and Switzerland, were appointed in April 2017. Also in April 2017, the Special Representative was appointed Secretary-General of the intergovernmental conference to be held in 2018.

41. By the end of the seventy-first session of the General Assembly, five of the six thematic consultations called for in the modalities will be complete, as will one of the regional consultations. Arrangements for the preparatory meeting in Mexico, scheduled for 4-6 December 2017 are well under way. The report of the Secretary-General, as called for in resolution 71/280, will be issued by January 2018, as an input to the zero draft of the global compact. The co-facilitators are responsible for producing the zero draft, in accordance with resolution 71/280.

42. United Nations entities have undertaken a range of activities building, in part, on pre-existing operations and aimed at implementing the commitments of the Declaration. The following is a non-exhaustive list of activities, grouped under four broad headings: protection and assistance; capacity-building; improved data and evidence collection; and policy development.

Protecting and assisting migrants

43. UNICEF provided care to some 33,000 unaccompanied and separated migrant children in 2016 and helped reunify nearly 22,000 children with their families. They worked in over 60 countries with refugees and migrants to provide educational access for children and facilitate birth registrations. IOM assisted approximately 40,000 returnees with financial support and provided health-care services in 69 countries. UNFPA provided sexual and reproductive health services and emergency care for migrants in transit countries who had been subjected to gender-based violence. FAO supported communities at risk of forced migration, providing drought tolerant seeds and livestock assets in the West Bank, the Gaza Strip and the Syrian Arab Republic.

44. The UNDP regional programme, United Nations Action for cooperation against trafficking in persons, which focuses on the Greater Mekong Region and beyond, assisted at-risk groups with livelihood opportunities through its NGO partners and supported governments in their bilateral and multilateral cooperation to fight human trafficking in the region. IOM offices contributed to building the capacities of States and other stakeholders to prevent and respond to human trafficking, exploitation and abuse. OHCHR monitored the human rights of migrants in detention centres, at borders and in other locations in North and West Africa, the Americas, Asia Pacific and Europe.

45. The United Nations took steps to combat racism and xenophobia through awareness-raising activities, including through the "Together" campaign and via social media campaigns.

Building national government and stakeholder capacity

46. Building the capacity of national governments and other stakeholders in migration is central to the migration-related activities of many United Nations entities.

47. Throughout 2016, IOM supported 50 governments in designing, reviewing or implementing policies on migrant integration. It assisted 47 countries in drafting national strategies for the implementation of the migration-related Sustainable Development Goals. The joint UNDP and IOM programme on mainstreaming migration in national development strategies provides support to the Governments of Bangladesh, Ecuador, Jamaica, Kyrgyzstan, Morocco, the Republic of Moldova, Serbia and Tunisia to include migration in national development planning.

48. ILO provided support to governments in Europe and the Middle East to improve the management of labour migration and is finalizing a guide on facilitating transition to decent work. The guide is targeted at public employment services, private recruitment agencies and other authorities handling requests for support services to migrant workers.

49. In 2016, IOM trained 33,000 government officials, NGO staff and others in 100 countries on countering trafficking in persons and associated forms of exploitation and abuse. Between September 2016 and June 2017, UNODC provided training to criminal justice practitioners and government officials in more than 50 countries. They launched the public portal on smuggling of migrants, which facilitates the dissemination of information regarding the implementation of the United Nations Convention against Transnational Organized Crime and its Protocol against the Smuggling of Migrants by Land, Sea and Air.

50. In 2016, IOM trained governments and NGOs in 41 countries on migrants' rights under national legislation and provided pre-departure or post-arrival

orientation sessions to over 71,000 migrants from 92 nationalities in 70 countries. UNICEF continued to work with the national authorities in Afghanistan, Germany, Greece, and Kenya to enhance child protection systems for migrant children.

51. The World Health Organization (WHO) is providing guidance, training and support tools to enable health systems and public health personnel, services and planners to understand and implement appropriate migrant-sensitive public health interventions. For example, WHO is working to expand cross-border information-sharing to ensure continuity of HIV services and that interventions are tailored to the local context, capacity and resources.

52. The United Nations Industrial Development Organization carried out vocational training for migrants in 11 countries, with approximately 18,000 direct and 27,000 indirect jobs created, and developed models for integrating migrants in partnership with local industries in Italy, Lebanon, Morocco and Turkey.

Strengthening data and evidence collection

53. In 2016, 86 IOM offices focused on strengthening stakeholder data collection and analysis capacities. In 48 countries, it improved existing data sources and infrastructure, and has rolled out its displacement tracking matrix in 44 countries. It has also produced a training guide to migration data. UNFPA is advocating the inclusion of migration in its work on population and housing censuses. The Global Migration Group, a United Nations inter-agency group aimed at encouraging the adoption of more coherent, comprehensive and better coordinated approaches to international migration, will publish a handbook for improving the production and use of migration data for development.

54. Displacement as a result of climate change and disasters is highlighted in the UNEP Frontiers 2016 Report, [12] and is a cross-cutting issue in its Global Environment Outlook report on small island developing States. [13] The World Bank is preparing a report on climate change, human mobility and securing resilience. IOM published new research in 2016 on displacement owing to climate change and disasters in 12 African, Asian and Caribbean countries, which highlighted how migration is already used as an adaptation strategy and perceived has having a positive impact. The FAO 2018 State of Food and Agriculture report will focus on the drivers of migration and the theme of World Food Day in 2017 will be "Change the future of migration. Invest in food security and rural development".

55. The Department of Economic and Social Affairs organized two workshops aimed at building national capacities for the collection and use of migration-related data for development and monitoring the migration-related targets of the Sustainable Development Goals[14] and a meeting of experts from 15 countries was held at United Nations Headquarters from 20-22 June 2017 to discuss strategies for overcoming gaps in migration data through innovative methodologies, in order to improve the measurement of migration in the context of the Sustainable Development Goals.

56. The Economic Commission for Europe is devising ways to measure and monitor migratory flows, develop common definitions and explore the use of

[12] UNEP, "Emerging issues of environmental concern", available from www.unep.org/frontiers/content/unep-frontiers.

[13] UNEP, "GEO small island developing States outlook" (2014), available from www.uneplive.org/media/docs/region/59/GEO_SIDS_final.pdf.

[14] See www.un.org/en/development/desa/population/migration/events/other/workshop/2016/index.shtml and https://unstats.un.org/unsd/demographic-social/meetings/2017/bangkok--international-migration-data/.

administrative data and non-traditional data sources for migration statistics. The Global Knowledge Partnership on Migration and Development, which is hosted by the World Bank, has produced a range of materials, including on migrant rights indicators and a dashboard on policy and institutional coherence on migration. It is also working with ILO to develop a methodology for measuring recruitment costs and remittance costs, to allow tracking of progress against indicator 10.7.1 of Sustainable Development Goal 10 and indicator 10.c.1 of Goal 10, respectively.

Policy development

57. The United Nations Conference on Trade and Development and the World Trade Organization have assisted several of the least developed countries to explore preferential market access to address a range of obstacles to service sector mobility: the portability of social security benefits; qualification and experience assessment regimes; access to information on migration; visa and entry permit arrangements; and service supplier licensing and certification regimes.

58. The regional economic commissions are helping to foster regional economic integration discussions. The Economic Commission for Latin America and the Caribbean assists States to implement the Montevideo Consensus on Population and Development, developing legislation and public policies to address the lack of protection for migrants. The programme on migration of the Economic Commission for Africa (ECA) identifies relevant practices to assist its member States in the implementation and measurement of the migration-related Sustainable Development Goals and the African Union migration policy framework. The ECA joint labour migration programme, a partnership with the African Union Commission, ILO and IOM, addresses the challenges of labour migration and mobility through implementing harmonized free movement regimes and national labour migration policies.

59. The ILO general principles and operational guidelines for fair recruitment assist member States, labour recruiters, employers and workers' and employers' organizations in developing fair, effective labour recruitment policies and practices. In June 2017, the International Labour Conference adopted a resolution and conclusions concerning the fair and effective governance of labour migration.

60. On 31 May 2017, the World Health Assembly adopted a resolution on promoting the health of refugees and migrants in May 2017 to help inform both global compacts.[15]

61. OHCHR has supported a migration focus by the Human Rights Council through an enhanced interactive dialogue on the human rights of migrants in the context of large movements, held on 10 March 2017,[16] and a panel discussion on unaccompanied migrant children and adolescents and human rights during its thirty-fifth session; and by the Committee on Economic Social and Cultural Rights (E/C.12/2017/1); the Committee on Migrant Workers and the Committee on the Rights of the Child;[17] and the Committee against Torture.[18] The Global Migration Group principles and guidelines on the protection of the human rights of migrants in

[15] Available from http://apps.who.int/gb/ebwha/pdf_files/WHA70/A70_R15-en.pdf.

[16] See www.ohchr.org/EN/Issues/Migration/Pages/HRMigrantsofLargeMovements.aspx.

[17] See draft joint general comment No. 3 of the Committee on the Protection of the Rights of All Migrant Workers and Members of Their Families and No. 21 of the Committee on the Rights of the Child on the human rights of children in the context of international migration, available from www.ohchr.org/EN/HRBodies/CRC/Pages/CMWCRCContextofInternational Migration.aspx.

[18] See draft revised general comment on the implementation of article 3 of the Convention in the context of article 22, available from www.ohchr.org/EN/HRBodies/CAT/Pages/GCArticle3.aspx.

vulnerable situations will be submitted to the thirty-seventh session of the Human Rights Council.[19] UN-Women published expert recommendations for addressing women's human rights in the global compact for migration and established a multi-stakeholder expert working group on addressing women's human rights in the global compact.[20]

62. United Nations University convened a series of panels at United Nations headquarters to help governments engage with the latest academic research on migration policy. It will release a report on addressing xenophobia and the representation of migrants in the media in early 2018. OHCHR organized an expert meeting to discuss strategies and partnerships to confront anti-migrant narratives with a view to contributing to the Secretary-General's campaign to counter xenophobia. The United Nations Educational, Scientific and Cultural Organization and civil society partners launched a publication entitled Cities welcoming refugees and migrants: enhancing effective urban governance in an age of migration[21] which provides analyses, trends and approaches to migration in Europe. They are piloting an operational handbook for city administrations.

63. IOM worked with over 20 governments to develop their migration policy and enhance whole government approaches informed by its migration governance framework.

B. Efficiency, operational effectiveness and system-wide coherence in the implementation of the commitments to safe, orderly, and regular migration

64. Member States have called for greater efficiency, effectiveness and coherence around migration. In resolution 68/4, the General Assembly adopted the Declaration of the High-level Dialogue on International Migration and Development, calling upon the United Nations and others to strengthen their collaboration and cooperation to better and fully address the issue of international migration and development, in order to adopt a coherent, comprehensive and coordinated approach.

65. This was further encouraged through General Assembly resolution 71/237 on international migration and development in December 2016, in which the Assembly also called for the United Nations and other relevant organizations to strengthen their collaboration and cooperation in order to adopt a coherent, comprehensive and coordinated approach.

66. Through the increased focus in the United Nations system on this issue as highlighted above, there is both urgency and opportunity in the United Nations lending greater clarity to its governance arrangements on migration, taking into account the New York Declaration, the 2030 Agenda for Sustainable Development, the United Nations Framework Convention on Climate Change, the Sendai Framework for Disaster Risk Reduction 2015-2030, the Addis Ababa Action Agenda of the Third International Conference on Financing for Development, the New Urban Agenda for the twenty-first Century, the periodic high-level dialogues on international migration and development and the debates on migration in the Second

[19] See A/HRC/34/31 and A/HRC/34/CRP.1. See also Human Rights Council enhanced interactive dialogue on the human rights of migrants in the context of large movements.

[20] UN-Women, "Recommendations for addressing women's human rights in the global compact for safe, orderly and regular migration" (2017).

[21] See http://unesdoc.unesco.org/images/0024/002465/246558e.pdf.

and Third Committees of the General Assembly, the Human Rights Council and ILO supervisory mechanisms.

67. Recent examples of efforts to improve coherence include joint guidance compiled by UNDP and IOM that provides advice for United Nations country teams to address migration in United Nations Development Assistance Frameworks. More broadly, there are several efforts aimed at strengthening the coherence of migration-related activities both within and outside the United Nations. A review of these efforts is set out below.

68. The Global Migration Group was endorsed by the Secretary-General as an informal initiative in 2006 to establish a high-level group of United Nations agencies involved in migration-related activities. It operates on consensus and joint ownership by all 22 members. The collective work of the Group focuses on encouraging the adoption of more coordinated approaches to the issue of international migration, including through joint statements, reports and guidance.

69. The role of the Special Representative on Migration was established in January 2006 with the appointment of Peter Sutherland. The Special Representative promoted the United Nations migration agenda for the 2006 and 2013 High-level Dialogues on International Migration and Development. He served as the primary link between the United Nations and the Global Forum on Migration and Development, advised the Secretary-General on international migration and development and fostered international cooperation on such issues as protecting migrants affected by crises and the inclusion of migration in the 2030 Agenda for Sustainable Development. In the report of the Special Representative of the Secretary-General on Migration, commonly referred to as the "Sutherland report" (A/71/728), the Special Representative made recommendations for better international cooperation on managing migration.

70. In March 2017, the Secretary-General appointed Louise Arbour as his new Special Representative on International Migration. Her position combines the main functions carried out by the Special Adviser on the Summit on Addressing Large Movements of Refugees and Migrants, the Special Adviser Ad Interim on the Follow-up to the Summit and the role of the previous Special Representative on Migration. Her expanded functions include the provision of advocacy and policy advice on international migration; coordinating the work of the United Nations on international migration for implementation of the New York Declaration; and as Secretary-General of the 2018 intergovernmental conference, which it is intended will lead to a global compact on migration, she leads the United Nations system-wide preparations and support for that process.

71. The Global Forum on Migration and Development was endorsed by the General Assembly at the 2006 High-level Dialogue on International Migration and Development as an informal, non-binding, voluntary and government-led process to address the interconnections between migration and development in practical ways. It has been held nearly annually since 2007 and now attracts over 150 countries, as well as observers from international organizations, and fosters engagement with civil society and the private sector. The summary and recommendations from the Forum are shared with the United Nations, as requested by the General Assembly in resolution 62/270.

72. The IOM biannual international dialogue on migration has been the principal forum for migration policy dialogue for its member and observer States and other stakeholders since 2001.

73. Regional consultative processes on migration bring together representatives of States, international organizations and, in some cases, NGOs, for informal and

non-binding dialogues on migration-related issues. There are currently 14 regional consultative processes representing nearly all regions.[22]

74. The forthcoming global migration compact presents an opportunity to bring greater coherence to multilateral efforts to facilitate safe, orderly and regular migration, taking into account the closer legal and working relationship, as of September 2016, between IOM and the United Nations as a related organization "with a global leading role in the field of migration" (see General Assembly resolution 70/296, annex, art. 2, para. 1). Achieving greater efficiency, operational effectiveness and system-wide coherence with respect to the commitments made in the New York Declaration needs to go beyond current arrangements and be undertaken in the context of the Secretary-General's greater efforts on management reform. Building on the direction set forth in the Declaration, the United Nations is looking at ways in which to streamline its processes and workflows, strengthen transparency and accountability, and ensure maximum operational and normative support to Member States in better governance of international migration.

75. With the preparatory process for the global migration compact under way, it would be premature to elaborate more fully on achieving such ways of greater efficiency, operational effectiveness and system-wide coherence. Further ideas on this issue will be set out in the forthcoming report of the Secretary-General as mandated in resolution 71/280.

IV. Ways of strengthening the engagement of the United Nations system with international financial institutions and the private sector

76. Effective partnerships between the international financial institutions,[23] the private sector and the United Nations can assist with achieving the commitments of the New York Declaration for both compacts. The international financial institutions possess an extensive range of financing, knowledge and advisory services, and the capacity to mobilize and leverage public and private financing. The private sector promotes innovation and flexibility of both type and scope of engagements. The United Nations has a normative and policy development role, convening power, and a high risk threshold for engagement in fragile contexts. All three must ensure that any strategy or engagement they undertake upholds international human rights norms and standards, including as regards the implications of their actions. Private sector engagement is not a substitute for State responsibility to protect against human rights abuses.

Engagement of the United Nations and international financial institutions in the context of forced displacement

77. The United Nations and international financial institutions have significantly strengthened their partnership on forced displacement and the broader humanitarian-development nexus in the last two years. The engagement of international financial

[22] See www.iom.int/about-rcps.

[23] In this section, although the generic description international financial institution is used, it is recognized that the International Monetary Fund (IMF), the World Bank and the International Fund for Agricultural Development (IFAD) are specialized agencies of the United Nations and the multilateral development banks are not. Multilateral development banks are the African Development Bank, the Asian Development Bank, the European Bank for Reconstruction and Development, the European Investment Bank, the Inter-American Development Bank, and the Islamic Development Bank.

institutions on migration issues more broadly has been less specific, with benefits derived mainly from poverty reduction and economic growth activities.

78. In the context of the implementation of the 2030 Agenda for Sustainable Development and the "Agenda for Humanity" (see A/70/709, annex), a number of multilateral development banks committed to working together to respond to the global forced displacement crisis, complementing ongoing humanitarian, diplomatic, security and peacekeeping efforts, and building on their development experience.[24]

79. The Secretary-General and the President of the World Bank Group, in recognition of the complementary roles of their organizations in contexts of fragility, conflict, violence and disasters, renewed their partnership framework for crisis-affected situations in April 2017.[25]

80. Bringing a longer-term vision to address the impact of refugee movements, the World Bank, in partnership with UNHCR, launched a flagship report on forced displacement during the United Nations Summit on Addressing Large Movements of Refugees and Migrants.[26] As one component of the International Development Association allocation for the period 2017-2020, which provides concessional financing to low-income countries to strengthen their development progress, the World Bank allocated $2 billion to support refugee-hosting countries (see paragraph 19 above). To respond to the challenges of middle-income countries affected by large movements of refugees, the World Bank has launched the global concessional financing facility, which builds on the experience of the concessional financing facility for the Middle East and North Africa, to provide financing for development projects to support host communities and refugees, bridging the gap with humanitarian assistance.[27]

81. The International Monetary Fund provides financial assistance to crisis-affected and neighbouring countries in the Middle East and North Africa region. Five financing arrangements in the region were approved in 2016 including a stand-by arrangement for Iraq and a precautionary and liquidity line for Morocco. Extended fund facilities were approved for Egypt, Jordan and Tunisia. Beyond the region, a staff-monitored programme was approved for Somalia and an extended credit facility for Afghanistan.

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[24] Joint paper by the multilateral development banks, "The forced displacement crisis" (2016), available from http://pubdocs.worldbank.org/en/870431464026133311/Joint-MDB-paper-displacement-final.pdf; and World Bank, "Joint statement by the multilateral development banks at the World Humanitarian Summit responding to the forced displacement crisis", 23 May 2016, available from www.worldbank.org/en/news/press-release/2016/05/23/joint-statement-by-the-multilateral-development-banks-at-the-world-humanitarian-summit.

[25] The framework builds on the United Nations-World Bank partnership framework for crisis and post-crisis situations signed by the Secretary-General and the President of the World Bank in 2008 and is a supplementary arrangement pursuant to the 1947 relationship agreement between the United Nations and the World Bank.

[26] World Bank, *Forcibly Displaced: Toward a Development Approach Supporting Refugees, the Internally Displaced, and their Hosts* (Washington, D.C., 2017).

[27] The concessional financing facility for the Middle East and North Africa, announced during the World Bank Group-IMF spring meetings in 2016, through a partnership between the World Bank Group, the United Nations, and the Islamic Development Bank Group, provides support to Jordan and Lebanon to address the impact of Syrian refugees, with the objective of raising $1 billion in contributions over the next five years. The global concessional financing facility has a financing objective over the next five years of $6 billion in concessional financing and $1.5 billion in grants.

Engagement of the United Nations and international financial institutions in the context of regular and irregular migration

82. The poverty reduction and development work of international financial institutions contributes to addressing the drivers of irregular migration. They have provided significant evidence of the positive economic impact of regular migration.

83. International financial institutions have focused on the potential of diaspora investment and are helping States to account for and leverage migrant remittances. In June 2017, the International Fund for Agricultural Development, the Department of Economic and Social Affairs and the World Bank organized the fifth edition of the Global Forum on Remittances, Investment and Development to pave the way for leveraging the development impact of remittances and examining the existing regulatory and other barriers to making the transfers of remittances more effective.

Engagement of the United Nations and the private sector beyond financial support

84. In recent years, private sector action for refugees has evolved beyond financial support and corporate social responsibility initiatives to creating economic opportunities for refugees and host communities, and applying technical expertise and innovation to address operational challenges. The comprehensive refugee response framework reflects this and the private sector is becoming a critical partner in its application. In this regard, UNHCR has signed a letter of intent with the International Chamber of Commerce and is exploring avenues for collaboration at global and national levels, focusing on infrastructure, training and employment, advocacy and resource and resettlement support.

85. The Concordia Summit in September 2016 brought together over 2,000 thought leaders to identify ways in which the private sector could contribute to sustainable solutions to refugees. The Forum on Business and Human Rights has regularly focused on migration, including in relation to supply chains and ethical advertising to confront xenophobia.

86. Examples of companies supporting refugees can be found across sectors and geographies. The IKEA Foundation has partnered with UNHCR to create temporary, lightweight, modular emergency shelters. Korea Telecom has a partnership with IOM to deliver social services to residents in isolated areas. In Jordan, the Jordanian Hashemite Fund for Human Development, Zain Telecommunication and Facebook have brought free Internet connectivity to refugee community centres.

87. United Nations partnerships with the private sector have the potential to impact positively on the lives of migrants. In observance of the International Day of Family Remittances, over 90 money transfer organizations, representing over 80 per cent of the sector, global mobile networks and individual mobile companies, and savings and retail banks took concrete action toward reducing remittance transfer costs. For example, some participating money transfer organizations waived transfer fees for several days around the event.

88. Companies should not cause or contribute to harm in their operations and relationships, even unintentionally. The United Nations Global Compact provides a framework for companies to act responsibly by respecting universal rights and seeking opportunities to advance United Nations goals, including by integrating and empowering refugees and migrants.

Ways of strengthening engagement

89. Determining the actual extent of the existing cooperation around migration is difficult, as many relevant activities are part of broader projects or are not specifically characterized as migrant-related.

90. Further, international financial institutions are developing their own instruments of engagement in migration and coordination mechanisms, independent of the United Nations, in areas such as analytical work and investment projects to strengthening health and education systems, infrastructure projects and support for microfinance.

91. To strengthen the partnerships between the United Nations, international financial institutions and the private sector, and maximize the impact of financing related to migration, better coordination, joint planning and prioritization and better data management on financing related to migration should be explored.

92. A number of companies are already taking action to address large movements of people by providing much needed financial and in-kind support to the United Nations. Beyond philanthropic endeavours, the technical expertise and experience of the private sector can provide innovative solutions to challenges ranging from health care to connectivity and education to employment. Furthermore, companies with operations or supply chains in countries that are producing, transiting or receiving migrants and refugees are encouraged, among other things, to implement inclusive policies and practices to ensure that no one is left behind. To create coherence, the "establishment of a financing facility for migration, whose purpose will be to channel funding and technical assistance from States, international financial institutions, multilateral development banks and private sector actors to ensure that all States are equipped to fulfil the migration-related commitments they have made in the 2030 Agenda" was proposed in the Sutherland report (see A/71/728, para. 72). It was envisioned that this financing facility would promote coordination between donors and the United Nations and ensure that resources were allocated to those States most affected by migration.

93. In addition, coordination platforms for the operational opportunities offered by international financial institutions, specifically on remittances and migrant investments, could help leverage the development impact of the annual remittances market in low- and middle-income countries, estimated to be worth $445 billion.[28] Such platforms could facilitate cross-learning and coordination among international financial institutions on key initiatives and operations responding to the Sustainable Development Goals and financing for development, in which remittances play a key role.

V. Conclusion

94. The global compact on refugees and the global compact on safe, orderly and regular migration, as well as progress in moving forward with the joint commitments contained in the New York Declaration, represent a vital opportunity for enhanced international cooperation and partnership on issues of critical importance. Successful global compacts with operational deliverables will enhance security, development and human rights, the three founding pillars of the United

[28] IFAD convened a meeting in 2015 on a similar subject, at which all participating organizations expressed willingness to support an informal process. However, owing to a number of relevant processes being already in train, including the Sustainable Development Goals, the Addis Ababa Action Agenda and the United Nations Summit on Addressing Large Movements of Refugees and Migrants, the platform was put on hold.

Nations. They will affirm human dignity for all migrants and reflect the spirit of solidarity, as articulated in the preamble of the Charter of the United Nations.

95. In that regard, to remain true to the promise of the New York Declaration, both global compacts should be guided by the 2030 Agenda for Sustainable Development, address the root causes of large movements of people through increased efforts aimed at the early prevention of crisis situations, and be supported by preventive diplomacy. The compacts will be based on international legal frameworks. In both policy and practice, the human rights of all, including refugees and migrants, must be respected and protected.

96. The forthcoming report of the Secretary-General, as mandated in General Assembly resolution 71/280, will provide concrete ideas as an input to the zero draft of the global compact on safe, orderly and regular migration, building on the expertise and experience developed to date in the field of migration from both within and outside the United Nations. Those ideas will identify some of the core challenges of international migration and recommend ways in which the United Nations can best support Member States in following through on the global migration compact.

97. The elaboration of the global compact on refugees will build on the comprehensive refugee response framework, the experiences and lessons learned in its implementation and the wealth of knowledge and good practice shared as part of the thematic discussions. A proposed draft will be the subject of consultations between Member States and other stakeholders, which will begin in February 2018. They will inform the proposed global compact on refugees, which will be included in the annual report of UNHCR to the General Assembly in 2018 for its consideration at its seventy-third session in conjunction with its annual resolution on UNHCR.